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ABSTRACT

This report to Congress and the President analyzes ESEA Title VII implementation and includes an examination of current policy issues and legislation affecting bilingual education. An introductory chapter summarizes the history of bilingual education legislation and the report's contents. It emphasizes the importance of keeping in mind the original compensatory purpose of the program and the possibility of a change in focus. Chapter II presents recent research and program evaluation findings which document that good bilingual programs assist limited-English-proficient (LEP) children to learn English effectively and to develop native language skills. They also enable the child to maintain a positive self-concept. The third chapter presents recent demographic information on non-English-language-background (NELB) and LEP persons, which indicates that the need for dual language instruction will increase. Chapter IV provides information documenting an emerging need for multilanguage capabilities by the U.S. populace, a discussion of conflicting Federal legislation, and a discussion on the need for a clearly defined national policy on language capability and language education. The last chapter presents the implications and impact on the ESEA Title VII which would occur if the program is expanded in focus, scope, and services in order to meet U.S. language needs. (Author/AMH)

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THE PROSPECTS FOR BILINGUAL EDUCATION IN THE NATION

FIFTH ANNUAL REPORT
of the
National Advisory Council
for
Bilingual Education
1980-81

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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SUMMARY OF RECOMMENDATIONS

Reauthorization of the Bilingual Education Act

- Recommit the Government of the United States to its stated policy of providing equal educational opportunities to all children by recognizing that bilingual education is the most effective method of teaching English to LEP children and therefore continue the provision of bilingual education for all LEP children by reauthorizing the Bilingual Education Act of 1968, as amended.
- Reauthorize the research component under Part C of the Bilingual Education Act and direct that research under this part focus on implementation and instructional procedures associated with bilingual education for LEP children.
- Direct that research under this part examine the effects of bilingual education on participating English-language background children.

Demographic Data Collection Requirements

- Establish within the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) the authority to review Federal data collection efforts on language-minority populations, to synthesize these data, and to identify where important gaps in data collection occur; and
- Provide OBEMLA with the authority to recommend to the Secretary of Education and to Congress the types of data needed to be collected for proper planning and the appropriate mechanism needed to collect such data.

Development of a Multiple-Language Education Policy

- Authorize the National Advisory Council for Bilingual Education (NACBE) to systematically review all Federal legislation on language education policy and the role of multiple languages in education in order to develop and recommend to the President and the Secretary of Education a multiple-language education policy which is consistent with the needs of the nation and which actively promotes multilingualism in American society.

Policy and Program Related Changes to Title VII

- Redirect the Title VII Bilingual Education Program and provide it with the authority to lead this nation toward a goal of multilingual capability.
- Expand the eligibility requirement for participation in bilingual education progams to allow children who wish to participate, regardless of language dominance, to enroll in bilingual education programs.
- Increase the capacity of Title VII to provide for the training and development of qualified teachers to teach in bilingual and foreign language classrooms.
- Reassess the Federal support presently provided for bilingual education and provide this effort with an appropriation commensurate with the task to be accomplished under a newly established language education policy.
- Authorize OBEMLA to conduct demonstration programs to assess the effectiveness of bilingual education in teaching foreign languages to English-language-background children.
- Provide OBEMLA with the necessary authority and resources to effectively coordinate all Federal activities and resources pertaining to language instruction in the nation's classrooms.

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EXECUTIVE SUMMARY

Public Law 93-380 established the National Advisory Council on Bilingual Education (NACBE), requiring it to submit an annual report to Congress and the President on the condition of bilingual education in the nation, and the administration and operation of Title VII of the Elementary and Secondary Education Act (ESEA) and other programs for persons of limited-English proficiency (LEP) (Section 732(c) of Title VII).

Consistent with this responsibility, NACBE has issued annual reports over the past 4 years describing bilingual education programs and presenting recommendations for their improvement. In these annual reports, NACBE has also commented on the range of Federal and State programs for LEP children and on the emerging need for demographic and research data related to bilingual education in general and to bilingual programs funded under ESEA Title VII of the ESEA in particular.

In this, the Fifth Annual Report, NACBE departs from the format of the previous reports by extending its analysis beyond the ESEA Title VII legislation to include an examination of current policy issues and legislation affecting bilingual education.

This expanded analysis and report is important at this time for several reasons, all of which revolve around the growing need for multilanguage capability of all U.S. residents. First, bilingual education is wrongly perceived by the general public as only remedial education directed soley at language minorities. This negative view presumes that children

involved in these programs are language disadvantaged and are to be compensated. On the contrary, bilingual education can and should be regarded as an effective instructional approach to teaching English and academics, while maintaining proficiency in the first language. This positive approach instills respect for cultural identity and develops future citizens who can contribute to this world of increasingly complex and important international relations.

Second, there is a documented growing need for the U.S. residents in both the public and private sectors to increase their language capability. The necessity of U.S. residents to function in several languages is perceived by a growing number of Governmental agencies, policymakers, and private citizens as vital to our national security.

Third, NACBE has found conflicting Federal legislation and practices which impact negatively on second language acquisition. The divergent policies that are manifested by these practices and pieces of legislation greatly undermine the chances of the U.S. society becoming linguistically competent among cultures which are growing more interdependent with each passing year. There is now a growing need for an established national policy which promotes multiple-language education in the nation's schools.

Fourth, the 1983 Congressional hearings on the reauthorization of Title VII make it essential to reexamine the goals of bilingual education in a broader context. In view of the increasing need for multilanguage capability in our society, NACBE believes that bilingual education should be a vehicle with which to address this need, not just as a remedial instructional program for those who are non-English speaking.

In light of this broader perspective, this report will serve the following purposes:

- to inform the President, Congress, and the public of NACBE's views on pertinent issues key to the reauthorization of ESEA Title VII;
- to establish the foundation for a new perception of the nature and purpose of bilingual education; and,
- to recommend that the numerous pieces of Federal legislation affecting language use in U.S. society be more effectively coordinated.

Findings and Recommendations

Research Evidence on the Effectiveness of Bilingual Education

The concept and implementation of bilingual instruction has been severely criticized during the last 4 years as being ineffective in reaching the stated goal of ESEA Title VII, the teaching of English to language-minority children. This criticism was supported and encouraged by the negative findings of the only national study ever conducted on the implementation of bilingual education programs. This study, conducted by the American Institute of Research and commonly referred to as the AIR

Study (1977), was critically analyzed and found to be methodologically unsound and inconclusive by independent experts in educational research.

Other independent research, including a study by the Government Accounting Office (GAO, 1976) and evaluations conducted by State and local education agencies, has documented data demonstrating that properly implemented programs provide effective bilingual education and support LEP children in their scholastic and personal development. Although GAO thought that the tests used to evaluate the progress of LEP children involved in bilingual education may not have been appropriate to the orientation of these children (e.g., cultural biases reflected in the tests may negatively affect a true picture of the abilities of children who are not in the cultural mainstream), GAO still concluded that the LEP children were benefiting from bilingual education programs:

> At the 16 projects we reviewed, the target children were receiving educational services and benefits that they otherwise might not have received. Available test scores indicated that some program participants made normal progress in reading and math, but most students did not achieve at rates comparable to national averages. However, as previously stated, the reliability of the test results is questionable because the test instruments used are probably inappropriate for limited English-speaking children....No objective evidence was available, but project personnel believe program participants have enhanced self-images, improved attitudes toward school, and increased appreciation for their dominant language and culture (emphasis added) (GAO, 1976).

These findings support NACBE's view that bilingual education is an effective instructional approach to teaching English to LEP children. In addition, as high personal and cultural self-esteem fosters understanding and tolerance in our multi-heritage nation, bilingual education can also

be enriching to English-language-background children. Therefore, NACBE believes that eligibility in bilingual education programs should be expanded to welcome all children who wish to participate.

Although NACBE is convinced that bilingual education is an effective method for teaching English to LEP children, as well as being beneficial to those whose first language is English, the present ongoing national debate questioning the value of bilingual education requires additional research be conducted to establish the effectiveness of bilingual education.

The National Advisory Council for Bilingual Education urges Congress to:

- Recommit the Government of the United States to its stated policy of providing equal educational opportunities to all children by recognizing that bilingual education is the most effective method of teaching English to LEP children and therefore continue the provision of bilingual education for all LEP children by reauthorizing the Bilingual Education Act of 1968, as amended.
- Reauthorize the research component under Part C of the Bilingual Education Act and direct that research under this part focus on implementation and instructional procedures associated with bilingual education for LEP children.
- Direct that research under this part examine the effects of bilingual education on participating English-language-background children.

Demographic Information Demonstrates A Need For Bilingual Education

Although the data from the 1980 Census (available in 1982) may produce significantly different projections, the most current demographic research on the LEP population within the United States, undertaken in response to the Congressional mandate under Part C of Title VII, ESEA suggest that the size of the non-English-language-background population in the United States will increase from 30 million in 1980 to approximately 39.5 million in the year 2000. Children from non-English-language backgrounds, aged 5 to 14 years, are projected to increase from 3.8 million in 1976 to 5.1 million in the year 2000 (National Center for Educational Statistics (NCES), 1981). More importantly, the total number of LEP children in this age group is projected to increase from 2.5 million in 1976 to 3.4 million in 2000. This increase will have major implications for the education of these children.

The following table depicts the size and expected growth of this age group by language.

Projections of LEP Children by Language Group --
Aged 5 to 14
(in 000s)
Source: NCES, 1981

Language	Projection Years			
	1976	1980	1990	2000
Chinese	34.3	31.3	33.0	36.2
Filipino	36.4	33.2	35.0	38.3
French	97.6	89.0	93.9	102.9
German	97.4	88.8	93.7	102.6
Greek	29.0	26.5	27.9	30.6
Italian	104.1	94.9	100.1	109.6
Japanese	14.5	13.3	14.0	15.3
Korean	13.4	12.2	12.8	14.1
Navajo	26.6	24.3	25.6	28.1
Polish	26.3	24.0	25.3	27.7
Portuguese	26.1	23.8	25.1	27.5
Spanish	1789.5	1727.6	2092.7	2630.0
Vietnamese	27.3	24.9	26.2	28.7
Yiddish	24.6	22.5	23.7	26.0
Other LEP	154.4	140.8	148.6	162.7
TOTAL	2520.4	2394.2	2795.9	3400.0

NOTE: Due to the technique used to disaggregate LEP estimates into language groups, reported totals do not equal the sum of individual LEP estimates across languages. The reported totals are more accurate than individual language estimates because they are based on a larger sample population.

These data indicate that the number of LEP children aged 5 to 14 is expected to increase by 880,000. It should be noted that of this increase 840,000 children (95.5 percent) were accounted for by the Spanish LEP population. It should also be noted that the projected increases of the non-English-language-background and limited-English-proficient populations do not take into consideration any children of "undocumented workers."

These most recent data have major implications for bilingual education planning. First, it is clear that Spanish LEPs will become an

increasingly important factor in educational planning over the next two decades. Spanish-language-background persons are already the largest group of non-English-language-background persons, and their share of LEPs will increase. This is due in part to the fact that they have higher LEP rates than do most other non-English-language-background populations; a greater percentage of the Spanish-language-background children aged 5 to 14 are limited in English than children of the same ages from most other language backgrounds. The Spanish non-English-language-background group is also younger than other such groups. Together these facts indicate that educational planners in many agencies will need to find ways to meet the bilingual education needs of a growing Spanish clientele.

However, sheer numbers of non-English-language-background (NELB) and LEP Hispanics should not mask the needs of other groups. The very high LEP rates among smaller groups, such as Vietnamese, Navajo, and Yiddish, must also be considered by educational planners in geographic areas where these groups are concentrated.

The high concentration of NELBs and LEPs within three States, California, Texas, and New York, may significantly influence the allocation of educational funds and programs for the next few decades. However, an important caveat is that the projections cannot foresee and take into account such phenomena as the increasing Cambodian refugee influx or the massive Cuban sea-lift operation, both of which have affected geographic concentrations of LEPs in impressive and unexpected ways. In addition,

changes in United States immigration policy would certainly affect those projections.

The fact that the research data cited in Chapter II documents bilingual instruction as the most effective and beneficial method to teach LEP children, NACBE urges Congress to reauthorize Title VII of the ESEA and recommit the Federal Government to its stated policy of providing equal educational opportunity for all children. NACBE further urges that appropriate steps be taken to systematically collect demographic data on the NELB population.

NACBE, therefore, recommends that Congress appropriate funds to:

- Establish within the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) the authority to review Federal data collection efforts on language-minority populations, to synthesize these data, and to identify where important gaps in data collection occur; and

- Provide OBEMLA with the authority to recommend to the Secretary of Education and to Congress the types of data needed to be collected for proper planning and the appropriate mechanism needed to collect such data.

The Need for a National Multilingual Educational Language Policy

NACBE firmly believes that the time has come for the Federal Government to develop and implement a national multilingual educational language policy whose purpose is to encourage and develop our language capability. The result of such a policy would be the preparation of a well-trained multilingual society capable of meeting the linguistic needs of a

changing world. The need for such a Federal policy is evident. The President's Commission on Foreign Language and International Studies (1979) documented the following facts:

- It is estimated that 29,000 positions in the Federal Government require specialized knowledge of non-English language and that many of these job functions are essential to our national interest.
- More than 25 agencies in the Federal Government recruit, employ, and train individuals with non-English language skills.
- The Federal Government spends over $60 million annually on language training for its personnel.

The demand for qualified personnel with skills in languages other than English in the private sector is also evident. U.S. multinational corporations staff their overseas operations with local employees because they need to speak the native languages. These companies find it too costly to train employees in foreign languages. The net effect is a contribution to our ever-growing balance of payment deficit.

NACBE has concluded that our language deficiency problem may stem from the absence of a coherent national language policy promoting multilingualism, as well as the presence of conflicting Federal legislation which simultaneously reduces and strengthens efforts to enhance multilanguage capability within the U.S. society. Whereas Title VII of ESEA limits the provision of instruction in the native languages to LEP children only until they master English, Title VI of the National Defense Education Act (NDEA) of 1958 encourages proficiency in foreign languages for all United States citizens. It is difficult to understand the overall intent of this legislation when it fosters foreign language

education among the English-proficient citizens but discourages the maintenance of non-English languages among those who are language minority.

An analysis of other legislation reveals a conflicting pattern of encouragement and discouragement of language capabilities at different stages of our educational process. The cost effectiveness of this confused approach is surely questionable.

NACBE believes that the linguistic needs of the public and private sectors can be met by the proper use of language minorities--the untapped natural resource within the United States. The President's Commission on Foreign Language and International Studies (1979) reported that the language strength of minorities is consistently underused. NACBE's findings are consistent with that report. What is needed is a coherent multiple-language education policy which moves away from the view of bilingual education as only a remedial or compensatory education program for LEP persons. NACBE's ideal multiple-language education policy would consider bilingual education valuable in fulfilling training needs for both English language background students as well as language minorities. Such a policy would reduce the excessive and redundant cost of Government and private sector foreign language training and will promote greater domestic and international understanding.

Therefore NACBE urges the President to:

- Authorize the National Advisory Council for Bilingual Education (NACBE) to systematically review all Federal legislation on language education policy and the role of multiple languages in education in order to develop and recommend to the President and the Secretary of Education a multiple-language education policy which is consistent with the needs of the nation and which actively promotes multilingualism in American society.

Program Implications for the Title VII Bilingual Education Program

NACBE believes that the ESEA Title VII Bilingual Education Program, is the most effective educational approach to teaching English to LEP children, while encouraging the use of the home language and keeping them at the same academic level as their English-language-background peers. This program can and should be the leading vehicle by which to achieve the language capability objectives as established by a positive language policy. In order to accomplish this, the present program will require certain modifications and enhancement. The most prominent change will be in the Title VII eligibility criteria. While the program now allows limited numbers of non-LEP children, the modification would make bilingual instruction available to all children who wish to participate. This would require an increase in the level of program services, as well as sanctioning more program development activities designed to serve a broader student clientele.

These changes would also require that additional resources be made available for the training of qualified teachers for bilingual education

programs. Present training resources available under Title VII would not be enough if the program is expanded to include non-LEP children.

NACBE has also found that parental involvement is crucial to the success of most education programs, and particularly crucial for the effective implementation of bilingual education programs. Current Federal and State legislation enacted to support bilingual education programs contain provisions encouraging parental involvement. However, parental involvement activities undertaken at the local level often do not provide opportunities for parents to exercise their roles and responsibilities effectively. NACBE believes that legislative provisions in forthcoming legislation must provide for more effective use of parents in the implementation of bilingual education programs.

NACBE, therefore urges Congress to:

- Redirect the Title VII Bilingual Education Program and provide it with the authority to lead this nation toward a goal of multilingual capability.
- Expand the eligibility requirement for participation in bilingual education programs to allow children who wish to participate, regardless of language dominance, to enroll in bilingual education programs.
- Increase the capacity of Title VII to provide for the training and development of qualified teachers to teach in bilingual and foreign language classrooms.
- Reassess the Federal support presently provided for bilingual education and provide this effort with an appropriation commensurate with the task to be accomplished under a newly established language education policy.

- Authorize OBEMLA to conduct demonstration programs to assess the effectiveness of bilingual education in teaching foreign languages to English-language-background children.

- Provide OBEMLA with the necessary authority and resources to effectively coordinate all Federal activities and resources pertaining to language instruction in the nation's classrooms.

CHAPTER I: INTRODUCTION

Background

The concept of bilingual education as an acceptable and effective educational approach to teaching English to limited-English-proficient (LEP) children was supported by Congress with the passage of the Bilingual Education Act of 1968. This concept and the demonstration programs funded under the Act have received overwhelming support over the last decade from Congress, as well as both Democratic and Republican Administrations. More importantly, the recipients of the services (e.g., educators, parents, and local community leaders) believe that bilingual education is the most effective means of teaching English to LEP children, while encouraging appreciation and maintenance of the rich and varied cultural backgrounds of the children and their families who make up the fabric of U.S. heritage. This latter line of thinking is perhaps the reason for the somewhat controversial debate which has recently surfaced around the country.

It is important to understand that the program was originally enacted and proposed as a remedial and compensatory program rather than as an enrichment program. Thus, the concept of dual-language instruction was from the beginning "behind the 8-ball" and has been fighting for acceptability ever since. The language which created the program and subsequent amendments clearly place the program at a disadvantage. For example,

- the 1968 enactment provides services to "...children who are educationally disadvantaged because of their inability to speak English..." (Senate Report 90-726, p. 49)

Over the decade educational scholars and practitioners developed an understanding that skills in reading and writing were as essential in determining eligibility as speaking and understanding. Subsequent amendments support this expanding concept of language competence:

- the 1974 amendments concentrated on children "...with limited-English-speaking-ability (LESA)..." while adding a definition of this term to include children with inability to profit from instruction in English because of their lack of skills in speaking and understanding English.

- the 1978 amendments shifted the eligibility definition to "limited-English proficiency" (LEP) and included the four skills of understanding, speaking, reading, and writing.

The present national debate on the merits of bilingual education is accentuated by strong arguments made by those who argue that (1) the approach is a movement to impose a foreign language on children, and (2) that LEP children enrolled in these programs do not learn English any better than LEP children in nonbilingual programs. Those opponents are also concerned that bilingual instruction is detrimental to minority language children.

NACBE, which is mandated to advise Congress in this area, states unequivocally that bilingual education is not at all detrimental to LEP children but it is rather an educational approach which can meet two national needs at once: the need of the U.S. populace to function in

more than one language and the growing need of millions of LEP children to function in a nation which relies on English to communicate. Secondly, NACBE presents in this report research evidence on the effectiveness of this instructional approach. Therefore, NACBE believes that the concept of bilingual education and the role of the ESEA Title VII program can assume an entirely new purpose in helping the United States to achieve a language policy which considers multilanguage capability as an asset.

In advocating this view, NACBE does not fear the dilution of services for language minority students, but is optimistic about sharing a valuable educational resource with English monolingual children and their parents. NACBE anticipates nothing but advantages in moving away from viewing bilingual education as a compensatory approach and moving toward the positive view which accepts the program as a national resource. This report and its recommendations will help the President and Congress define a positive national multilingual policy and to extend the benefits of bilingual education to increasing numbers of the nation's schoolchildren, not just those who are limited in their English capabilities.

Structure and Content of the Report

The Fifth Annual Report of the National Advisory Council on Bilingual Education consists of five chapters, including this, the introductory chapter.

Chapter II presents recent research and program evaluation findings which document that bilingual programs, "when properly implemented," do indeed assist LEP children to learn English effectively, while encouraging skills development in the child's native language, and enabling the child to maintain a positive self-concept as proficiency in English increases.

The third chapter presents recent demographic information on non-English-language-background (NELB) and limited-English-proficient (LEP) persons which indicates that the need for dual language instruction will increase as a result of a growing NELB and LEP population.

Chapter IV provides information which documents an emerging need for multilanguage capabilities by the U.S. populace, a discussion on an array of conflicting Federal legislation which simultaneously encourages and discourages multilanguage capabilities, and a discussion on the need for a clearly defined national policy on language capability and language education.

The last chapter presents the implications and impact on the ESEA Title VII which would occur if the program is expanded in focus, scope, and services in order to meet our language needs.

CHAPTER II: RESEARCH EVIDENCE ON THE EFFECTIVENESS OF BILINGUAL EDUCATION

The National Advisory Council for Bilingual Education (NACBE) is convinced that bilingual education is an effective method for teaching English to LEP children.

A series of research and evaluation studies reviewed by NACBE provide strong evidence that bilingual education is effective when programs are implemented correctly. These studies examined the ability of LEP chidren enrolled in bilingual programs to achieve English language proficiency and basic skills. Evidence from findings of international studies investigating second language acquisition skills of children enrolled in bilingual education programs abroad also support this fact.

Student Achievement

A review and analysis of evaluation and research findings of studies conducted by local education agencies was performed by Dr. Rudolph C. Troike (1978), an internationally recognized socio-linguist and expert in bilingual education. These studies investigated the success of children in becoming proficient in a second language (in these studies, English) and learning basic skills appropriate to their grade level as a result of bilingual and non-bilingual instruction. Troike concluded

> In most cases the students in the bilingual programs exceed the achievement levels of control groups or district norms, and in several instances they exceeded national norms in English, reading, and math. The

inference may fairly be drawn that in a quality bilingual program, by being able to learn through the medium of their native language and build a solid foundation in that language, students can attain higher education achievement levels in English without sacrificing their native language skills. In fact, loss of native language competence in an all-English program (whether ESL or regular school program) may be a major cause of students' incomplete English development and low academic achievement.

In addition to the overall conclusion by Troike that bilingual education is an effective means of teaching English, two other points about his analysis must be presented:

(1) The studies analyzed by Troike were of local individual programs and not aggregates of programs. Therefore, these studies had been systematically analyzed to insure that no incorrect methodological problems could invalidate their findings. (NOTE: The AIR Study, the only study which provided national aggregate data, has been discredited by professional scholars as invalid due to faulty methodology.)

(2) The studies analyzed by Troike documented that students enrolled in bilingual programs tended to attain higher achievement in English without sacrificing native language skills.

Based on this research evidence, NACBE joins Troike and others in maintaining that bilingual education, when properly implemented, is the most effective program for teaching English to language-minority children, while helping them learn basic skills through the use of their native language. In using the native language to teach basic skills, the child's first language continues to be used and therefore retained. This retention is a positive side effect which gains in importance as the children grow up and use their multiple-language competence to contribute to the nation's economy and security.

Additional supporting evidence is available from carefully controlled longitudinal evaluation studies conducted on bilingual education programs serving American-Indian and Hispanic children in Arizona and California. One of the mose reliable studies using control groups was the evaluation of Navajo-English Bilingual Program in Rock Point, Arizona. Prior to the initiation of the bilingual program in 1971, Navajo children in this school district had received intensive English-as-a-second language (ESL) instruction. By the end of the sixth grade, children in this program, when tested for English proficiency, usually scored 2 years behind national norms. Children enrolled in the bilingual program were primarily taught in their native language from kindergarten through the second grade, and from the third through sixth grades, these children were taught in their native language approximately 50 percent of the time. By the end of the sixth grade these children tested at <u>slightly above</u> the national norms (Rosier and Farrella, 1976; Cummins 1980), thereby providing convincing evidence of the merits of this over the English-only program.

A study carried out by Legarreta (1977) in California compared the effectiveness of three approaches to bilingual education with the effectiveness of two English-only approaches in developing English communicative competence of Spanish-background children at the kindergarten level. The three bilingual education approaches were found to be significantly superior to the two English-only approaches in developing English language skills. The most effective program of the three bilingual approaches was one with balanced bilingual usage (50 percent English, 50 percent Spanish).

Further evidence on the sustained effectiveness of bilingual education is available from evaluation data of the bilingual education program of the Nestor School in San Diego, California. The data

> ...showed that Spanish-background students gained an additional .36 year's growth in English reading for each successive year they spent in the bilingual program. This .36 of a year's growth is in addition to whatever rate of growth children would experience without the program (Cummins, 1979, p. 76).

These studies provide strong evidence supporting the conclusion that children enrolled in a bilingual program do learn English more effectively. The standards for effectiveness, as reported in these studies, may vary across studies. However, all studies did include national norms for English in reading and mathematics. The comparison groups ranged from standard non-bilingual (all English) programs to special ESL programs. The types of bilingual programs varied depending on the specific site where the study was conducted. The duration of each study varied from single-year to multiyear investigations.

International Evidence on Student Achievement

A series of studies from the international literature on bilingual education corroborate the findings reported by Troike. A somewhat parallel experience to that of language minority children residing or arriving in the United States, occurs in Europe when working class families from nearby Finland migrate to Sweden to find employment. Their children encounter an educational system using an entirely different language than in their native Finland. Taukomaa and Skutnabb-Kangas

(1977) found that Finnish children in Swedish-only programs performed worse in their own language than 90 percent of the Finnish children from an equivalent socio-economic status. They also performed worse in Swedish than about 90 percent of Swedish children. In contrast to the Swedish-only programs, the Sodertalje Bilingual Program in Sweden used Finnish as the major language of instruction throughout elementary school and taught Swedish as a subject starting at the third grade. By the sixth grade children in the bilingual program performed in both Finnish and Swedish at almost the same level as native born Swedish-speaking children in Finland. This was a considerable improvement in both languages compared with their performance in Swedish-only programs (Hanson, 1976).

Similar evidence is available from research and evaluation findings of the Ukranian-English bilingual program in Edmonton, Canada. This program has been implemented in eight elementary schools since 1972 and is supported financially by the Government of the Province of Alberta. The program enrolled 697 students at the kindergarten through fifth grade level during the school year 1978-79. Only 15 percent of these students were assessed as being fluent in Ukranian upon entry into the program. Ukranian was used as the medium of instruction for 50 percent of the regular school day throughout the elementary school. A study on the achievement of the students in the first and third grade (Cummins and Mulcahy, 1979) found that:

> ...students who were relatively fluent in Ukranian as a result of parents' using it consistently in the home were significantly better able to detect ambiguities in English sentence structure than either equivalent unilingual

> English-speaking children not in the program or children in the program who came from predominantly English-speaking homes. The evaluations of the program have shown no detrimental effects on the development of children's English or other academic skills. In fact, by the end of grade 5 children in the program had pulled ahead of the comparison group in English reading comprehensive skills (emphasis added) (Ewanyshyn, 1979; Lamont et al., 1979, cited in Cummins, 1980).

Further evidence of the value of native language instruction is reported from the Francophone Study in Manitoba, Canada (Cummins, 1980). This large-scale study involved minority Francophone students in the third, sixth, and ninth grades, in which French was used as the medium of instruction for varying amounts of time. The amount of native language instruction (French) was found to bear no relationship to the student's English achievement. The study concluded that:

> Francophone students receiving 80 percent instruction in French and 20 percent instruction in English did just as well in English as students receiving 80 percent instruction in English and 20 percent in French. However, amount of instruction in French was positively related to achievement in French. In other words, the ability of the students to speak French benefited at no cost to their progress in English (Cummins, 1980).

This evidence from bilingual programs being carried out in foreign countries further convinces NACBE of the effectiveness of bilingual education.

Native Language Proficiency -- A Requirement

One of the pedagogical arguments advanced by socio-linguists and proponents of bilingual education in support of the dual language instructional approach is that language minority children will be able to

learn and function in English more readily if they first master their native language and are taught basic academic concepts in it. This educational viewpoint fuels the arguments of the opponents who view this as a smoke screen to use bilingual programs to teach and maintain the child's native language. However, the pedagogical argument of the proponents that a child must first learn his native language (referred to linguistic terms as "a minimum threshold in native language proficiency") is supported by the research evidence.

For example, some of the studies reviewed above suggest that a minimum threshold in native language proficiency must be attained by language minority children before the second language (English in the United States) may be successfully introduced (Cummins, 1979; Troike, 1978). Children who become proficient in their native language, may be better able to comprehend and use the second language when it is introduced than would children who are less proficient in their native language. This "threshold hypothesis" suggests that bilingual programs are more effective in achieving English language outcomes when they provide ample opportunity for students to become fluent in their non-English language as a prelude to introducing English. The exact level of the threshold and the variation in effects depending on the specific language remain to be investigated.

Negative Findings of the AIR Study on Bilingual Education

Because the AIR Study is the only study ever conducted which collected data across the country and therefore stands as the only national aggregation of data available on the effectiveness of the program, this study stands as the only primary source of evaluation data on the program. The major finding of the AIR Study was that children enrolled in bilingual programs did not show any more achievement than did students in non-bilingual programs, and, in fact, achieved less. The methodology used in conducting the study has been critically analyzed by various independent education research and evaluation experts, who have rendered the findings of the study completely invalid.

NACBE, in its Fourth Annual Report, analyzed the AIR Study and agreed with the experts that, although providing useful information, the study remains almost the sole source for the negative attitudes toward the bilingual education effort.

Additional Evidence Requirements

Although, convinced of the effectiveness of the bilingual education program, NACBE recommends additional research and evaluation activities be undertaken to provide answers to the many questions still raised about the program.

Two lines of inquiry on the effective implementation of bilingual education are needed. The first line of inquiry would be to conduct studies that identify the type, level, and quality of implementation of programs presently offered to LEP children. In these studies, the focus should be on the components of instruction rather than on typologies such as maintenance or transitional programs. Representative components should include program entry and exit criteria, assessment approaches, languages of instruction, duration of program, quality of staffing, instructional strategies, etc. The answers to this inquiry should identify what components are present in instruction, the processes by which they are implemented, and what variations in program implementation processes are available in the field. NACBE believes that this information is vitally needed.

The second line of inquiry would be to conduct studies of the relationship between instructional processes and student outcomes in order to determine what types of instructional activities are successful for which types of students (e.g., different language groups, different levels of cognitive development, different settings in which they are conducted such as different levels of school or community support). This type of inquiry can be used to identify those service delivery mechanisms that are "setting-specific" as contrasted with those which are generalizable across settings. Additionally, Congressional interest for developing transportable models, evident in the ESEA Title VII legislation, would also be addressed through this kind of approach.

No additional national data on the effectiveness of bilingual education are available because up until the 1978 amendments, Congress had not provided sufficient resources to the research mandate within the Act with which to conduct research activities to answer many of the questions above. Since that time a comprehensive research agenda has been developed to answer many of the questions raised about the program and those specifically mandated by Congress. Several of these research and data gathering activities are presently being conducted. These new studies may provide answers to these questions in time for the reauthorization hearings. The cooperation of the President and Congress will be needed to obtain accurate and complete information needed to make wise decisions on the argument being posed by the debate about bilingual education on the United States.

Conclusion and Recommendations

After conducting investigations and listening to public testimony and hearings throughout the United States, NACBE has concluded that bilingual education programs are indeed successful in teaching English to LEP children, while teaching them basic skills and helping them to retain their first language. NACBE is also convinced that the attacks on bilingual education are unfounded and based mostly on incorrect information. However, NACBE is also convinced that additional research is needed in order to answer several questions about the implementation procedures being used.

The National Advisory Council for Bilingual Education urges Congress to:

- Recommit the Government of the United States to its stated policy of providing equal educational opportunities to all children by recognizing that bilingual education is the most effective method of teaching English to LEP children and therefore continue the provision of bilingual education for all LEP children by reauthorizing the Bilingual Education Act of 1968, as amended.

- Reauthorize the research component under Part C of the Bilingual Education Act and direct that research under this part focus on implementation and instructional procedures associated with bilingual education for LEP children.

- Direct that research under this part examine the effects of bilingual education on participating English-language-background children.

CHAPTER III: THE DEMOGRAPHIC CONTEXT OF BILINGUAL EDUCATION

Educational plans, particularly decisions made by Congress about language minority students, must be based on adequate demographic information about the language minority population in the United States. This information includes the size, geographic concentrations, and age structure of various language minority groups. Several important studies addressing these areas have been conducted in the last decade. This chapter describes the most important studies and their results. These studies include the 1970 Census, the 1975 Current Population Survey--Survey of Languages Supplement (CPS-SLS), the 1976 Survey of Income and Education (SIE), the 1978 Children's English and Services Study (CESS), and the 1980, Non-English Language Background and Limited-English Proficiency Projection Study (NELB-LEP Projection). Each of these studies will be discussed in detail, but the greatest focus will be on the NELB-LEP Study, which provides the most useful information for educational planning for language minority groups.

Historical Background

In the early 1960s thousands of immigrants from Cuba, Mexico, Puerto Rico, Vietnam, and other countries streamed into the United States. This new population created new educational needs, and Chicano and Puerto Rican leaders lobbied for improvement of those services to language minority students. Many school districts responded by providing courses

in English-as-a-second-language (ESL). Eventually ESL courses, which were based on traditional foreign language teaching principles, were criticized because they frequently omitted culturally relevant materials and focused solely or mainly on English.

Congressional hearings in 1967 revealed that the educational needs of these students were not being met. Therefore, in 1968 Congress signed into law the Bilingual Education Act, Title VII of the 1965 Elementary and Secondary Education Act, as amended. This legislation stated:

> The Congress hereby finds that one of the most acute educational problems in the United States is that which involves millions of children of limited English-speaking ability because they come from environments where the dominant language is other than English . . . (Section 701, Title VII, Elementary and Secondary Education Act, as amended).

The Act provided $7.5 million for bilingual demonstration projects in 1968. These projects were mandated to incorporate the use of two languages, one of them being English, as mediums of instruction in a well-organized program covering all or part of the curriculum and including culturally relevant material. Title VII expenditures have grown to $176 million in fiscal year 1980, indicating the expansion of the program in size and importance throughout the country.

Bilingual education has since moved beyond Title VII through such judicial and legislative action as the Lau v. Nichols ruling, which stated that school districts receiving Federal funds must provide equal educational opportunities for students from language minority backgrounds.

Because of the need to provide bilingual education and related services, Congress called for counts of the number of persons needing such services. Section 731(3)(1) of Title VII, as amended by P.L. 93-380 and P.L. 95-561, stated that by September 30, 1980, the Secretary of Health, Education, and Welfare shall submit to Congress "a report identifying the approximate number of children of limited English proficiency in the Nation, by language and by State." Although the 1980 Census, results of which will not be available until 1982, is the only study which can fulfill the mandate entirely, several other studies address part of the mandate. The first such study is the 1970 Census.

1970 Census

The 1970 Census (United States Bureau of the Census, 1973) asked a direct language question only on mother tongue (i.e., language spoken in the person's home when the subject was a child) of 15 percent of the total population. It also asked a question about country of origin of 5 percent and 15 percent samples and a question about Spanish origin of 5 percent. Results of the 1970 Census showed that of 193,590,856 native born U.S. citizens, 159 million had English as their mother tongue, while 4.8 million had German, 6.1 million had Spanish, 3.1 million had Italian, and 2.2 million had French. Of the 9.6 million foreign born residents of the United States, 1.7 million had English as their mother tongue, 1.6 million had Spanish, 1.2 million had German, and 1.0 million had Italian. Combining the native and foreign-born residents, the highest figures for

mother tongue were English, 160.7 million; Spanish, 7.8 million; German, 6.1 million; and Italian, 4.1 million. These figures may be too low to reflect reality as the 1970 Census is considered to have a serious undercount of Hispanics and some other language minority groups.

Current Population Survey -- Survey of Languages Supplement (CPS-SLS)

The 1975 CPS-SLS (United States Bureau of the Census, 1975) asked questions about current individual language, current household language, mother tongue, ability to speak and understand English, birthplace, year of immigration, and ethnic origin. The CPS-SLS, using stratified multi-stage cluster sampling of households, was a pilot test for certain questions which were later used in such studies as the Center for Applied Linguistics-Measure of English Language Proficiency (CAL-MELP) and the SIE. The CPS-SLS indicated that nine-tenths of U.S. citizens had no second language, while 4.3 million reported Spanish as a second language and 4.9 million reported English as a second language. Of the 8 million persons 4 years old or over who reported a language other than English as their first language, 5 million (60 percent) reported difficulty in speaking or understanding English. Four million persons 4 years old or over reported Spanish as their first language; of this number 54 percent reported difficulty in speaking or understanding English. Two percent of U.S. citizens reported Spanish as their first language, compared to 96 percent reporting English as their first language. The number of U.S. citizens living in non-English households (i.e., households where the language is other than English) was 4.8 million.

Survey of Income and Education (SIE)

The 1976 SIE (Waggoner, 1978) was required by the Education Amendments of 1974 to furnish current data on the number of school-aged children in poverty for purposes of formula allocation of ESEA Title I (compensatory education) support. The Census Bureau conducted the SIE with input from NCES. Information on English-language proficiency was desired by the Department of Education to be able to respond to Congressional mandate, but the Census Bureau prohibits the use of tests, recordings, or direct interviews for studies such as the SIE. Therefore, a surrogate "measure of English-language proficiency" (MELP) was needed. The main purpose of a MELP is to allow estimation of limited-English proficiency when language testing cannot be used, as in the SIE. In order for the MELP to be useful, it must first be calibrated in a study in which both the MELP and a language test are administered, and then the MELP alone can be used as a surrogate for the test in a larger census or survey to impute levels of English proficiency. Information is thus obtained through survey-type questions rather than tests for which answers are either right or wrong.

The 1976 SIE used stratified, multistage cluster sampling, with primary sampling units stratified by proportion of persons 5 to 17 years old living in poverty families in 1970. The SIE included 158,500 households and 440,000 individuals in 51 different State samples. The SIE found that approximately 28 million persons in the United States, including about 5 million school-age children, have mother tongues other than English or live in households in which languages other than English are

spoken (Waggoner, 1978). Approximately two-thirds of all these persons and more than four-fifths of the school-age children were native U.S. citizens. One person in 8 in the United States was classified as non-English-language background (NELB), and 1 in 10 school-age children (6 to 18 years old) was NELB. More than one-third of all NELBs and 60 percent of all NELB school-age children were Spanish, with Spanish-language background persons numbering 10.6 million. Other principal NELB groups were Italian and German (3 million each); French (2 million); and Asian, including Chinese, Filipino, Japanese, Korean, and Vietnamese (total of 2 million). These figures may be conservative, particularly for the Hispanic population, which includes a sizeable number of undocumented persons not covered by the survey.

Children's English and Services Study (CESS)

The 1978 CESS (O'Malley, 1978) was launched by the National Institute of Education (NIE) and NCES to obtain counts of LEP Hispanic children for the nation and for four smaller areas: California, Texas, New York, and the rest of the nation. The CESS used stratified, multi-stage sampling with 35,000 households screened and approximately 2,000 identified as NELB, and thus eligible for inclusion. Ultimately, 1,909 children (ages 5 to 14) and their families were interviewed. A 13-item MELP and a specially constructed test of English proficiency in reading, writing, speaking, and understanding were administered for each sampled child. Discriminant function analysis showed accuracies of classification ranging from 54 percent to 67 percent between the MELP and the test. The

MELP enabled the CESS to be coordinated with the SIE to obtain estimates of LEP.

The age group of 5 to 14 years contained 2.4 million LEP children. Using extrapolation, the study determined that the United States school-age population (4 to 18 years old) contained an estimated 3.6 million LEP children. This equalled 63 percent of all NELB children in that age range. There were more Spanish NELB children aged 5 to 14 years classified as LEP than other NELB groups. This means that the LEP-to-NELB ratio (also known as "LEP rate") was higher for Spanish NELB children aged 5 to 14 years (73 percent) than for all other NELB groups combined in that age range (47 percent). CESS results indicated that LEP rates did not vary appreciably by age. The study showed that 1.5 million or 62 percent of all LEP children live in three States: California, Texas, and New York. The percentage of LEP children in those states ranged from 70 percent to 77 percent, while the percentage in the rest of the country was 53 percent.

Non-English Language Background and Limited English Proficiency Projection Study (NELB-LEP Projection)

The NELB-LEP Projection Study is the first study which provides in-depth data on limited-English proficiency in terms of age, language, and State. It is unique in its use of several major national data sets to create a data base for future projections and in its synthesis of existing projection methodologies into a new methodology, known as the Cohort Component Prevalence Rate Method. The overall methodology involved two

basic steps. First, the NELB population was projected. Then LEP rates were multiplied by the projected NELB population to produce LEPs.

The identification of language minority children, which was the sample group for the CESS, is the same as non-English language background (NELB) individuals in the SIE. This NELB group consists of individuals whose mother tongue, first or second individual language, or first or second household language is other than English. While the SIE identifies NELBs of all ages, the CESS only identifies the 5- to 14-year-old age group.

A set of cut-off scores was determined for each age to which the CESS test was administered to classify individuals as LEP or non-LEP. A new surrogate measure of English language proficiency (MELP) was then devised to provide the linkage between the highly aggregated CESS study and the more comprehensive coverage of the SIE survey. The new MELP consisted of two items: the child's indicated ability to speak and understand English and his or her family income (above or below $15,000). A probabilistic approach was used to link with CESS and the SIE via the MELP. The CESS data was used to produce LEP-to-NELB ratios (LEP rates) for the following language/geographic categories: Spanish speaking in (1) California, (2) Texas, (3) New York, (4) rest of nation, and (5) non-Spanish speaking NELB for the nation as a whole. When these LEP rates were then applied to the SIE data via the MELP, however, it was possible to produce disaggregated LEP estimates for all language/State categories.

It should be noted that the projection results are not predictions of actual changes in number. It is impossible to make predictions because of possible unanticipated changes in fertility, mortality, and migration

patterns. However, the results represent the best projections possible given the available data and current trends.

An Overview of LEP Results

The total number of LEP children aged 5 to 14, estimated for 1976, is 2.5 million, with a drop to 2.4 million in 1980, and a gradual increase to 2.8 million in 1990, and 3.4 million in 2000. (It should be noted that the figure of 3.6 million LEP children found in the CESS referred to the entire 4- to 18-year-old age group and was based on extrapolation. The LEP figures presented here are for the 5-14 age band only.)

LEP Results by Language
(See Table 1 and Figure 1.)

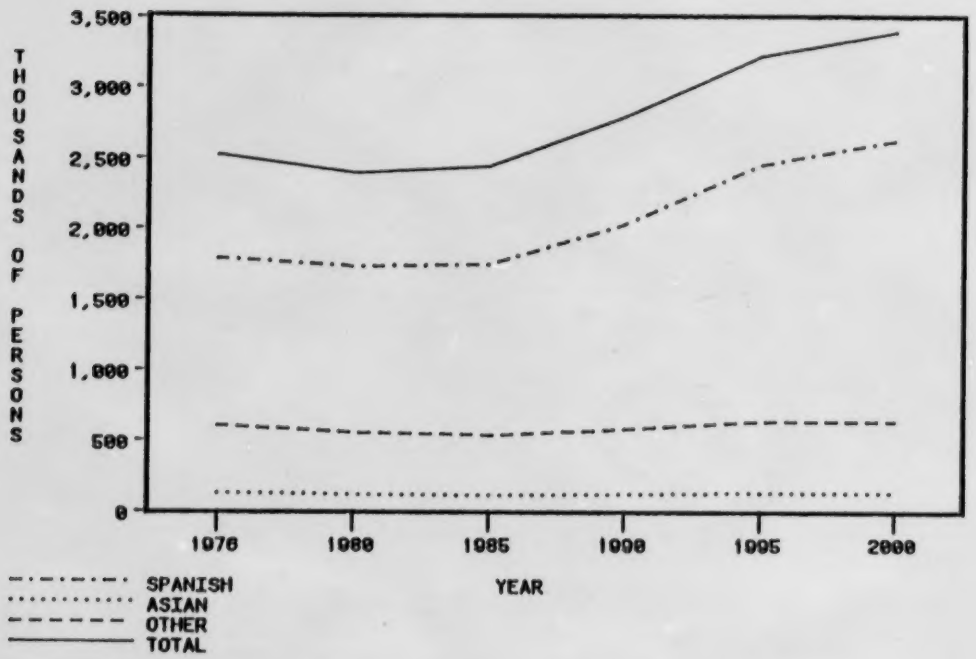
- Spanish, Asian, and non-Spanish/non-Asian LEP populations all experience slight declines during the decade of the 1980's but are projected to rise strongly or return to the original level until the year 2000.
- Between 1976 and 2000 there is an increase of 880,000 LEP 5- to 14-year-old persons; of this number, 840,000 (95.5 percent) are accounted for by the Spanish LEP population.
- Spanish LEPs, aged 5 to 14 years, move from 1.8 million (71 percent of all LEPs) in 1976 to 2.6 million (77 percent of all LEPs) in 2000.
- Asian LEPs, ages 5 to 14 years, include approximately .13 million in both 1976 and 2000.
- Non-Spanish/non-Asian LEPs, ages 5 to 14 years, amount to .6 million in 1976 and the same number in 2000.
- LEP-to-NELB ratios (LEP rates) vary considerably by language, with the highest LEP rates (.75) found among Spanish and Vietnamese populations, and the usual range being .41 to .53.

Table 1. -- Projections of LEP Children by Language Group -- Aged 5 to 14 (in 000s) Source: NCES, 1981

Language	Projection Years			
	1976	1980	1990	2000
Chinese	34.3	31.3	33.0	36.2
Filipino	36.4	33.2	35.0	38.3
French	97.6	89.0	93.9	102.9
German	97.4	88.8	93.7	102.6
Greek	29.0	26.5	27.9	30.6
Italian	104.1	94.9	100.1	109.6
Japanese	14.5	13.3	14.0	15.3
Korean	13.4	12.2	12.8	14.1
Navajo	26.6	24.3	25.6	28.1
Polish	26.3	24.0	25.3	27.7
Portuguese	26.1	23.8	25.1	27.5
Spanish	1789.5	1727.6	2092.7	2630.0
Vietnamese	27.3	24.9	26.2	28.7
Yiddish	24.6	22.5	23.7	26.0
Other LEP	154.4	140.8	148.6	162.7
TOTAL	2520.4	2394.2	2795.9	3400.0

NOTE: Due to the technique used to disaggregate LEP estimates into language groups, reported totals do not equal the sum of individual LEP estimates across languages. The reported totals are more accurate than individual language estimates because they are based on a larger sample population.

Figure 1: Limited English Proficiency Projections by Language Group -- 1976 to 2000 (Aged 5-14)



LEP Results by Age (See Figure 2.)

- There is a slightly greater overall increase in 5- to 9-year-old LEPs than in 10- to 14-year-old LEPs between 1976 and 2000.

- The younger age group moves from 1.3 million to 1.8 million, and the older age group increases from 1.3 million to 1.6 million.

LEP Results by Major States (See Figure 3.)

- California and Texas show overall gains in number of LEPs between 1976 and 2000 (California, .6 million to .9 million; Texas, .5 million to .9 million), while New York stays the same at .5 million in 1976 an 2000.

- LEPs are more highly concentrated than NELBs in these three States, with the percentage of the national LEP population clustered in these States increasing from 63 percent to 67 percent between 1976 and 2000, as compared to the percentage of the national NELB population in these States rising from 45 percent to 48 percent in that period.

LEP Results by Language and Age

- The younger Spanish LEP population grows faster in numbers than the older Spanish LEP population between 1976 and 2000 (ages 5 to 9, .9 million to 1.4 million; ages 10 to 14, .9 million to 1.2 million).

- There is a pronounced increase in the number of younger Asian LEPs between 1976 and 2000 (70,000 to 81,000) and a slight drop in older Asian LEPs (56,000 to 54,000).

- There is little change in the number of non-Spanish/non-Asian LEPs in both age groups beween 1976 and 2000 (.3 million in each age group in 1976 and 2000).

LEP Results by Language and State

- The Spanish LEPs are concentrated largely in the three key States of California, Texas, and New York.

Figure 2: Limited English Proficiency Projections by Age Group -- 1976 to 2000 (Aged 5-14)

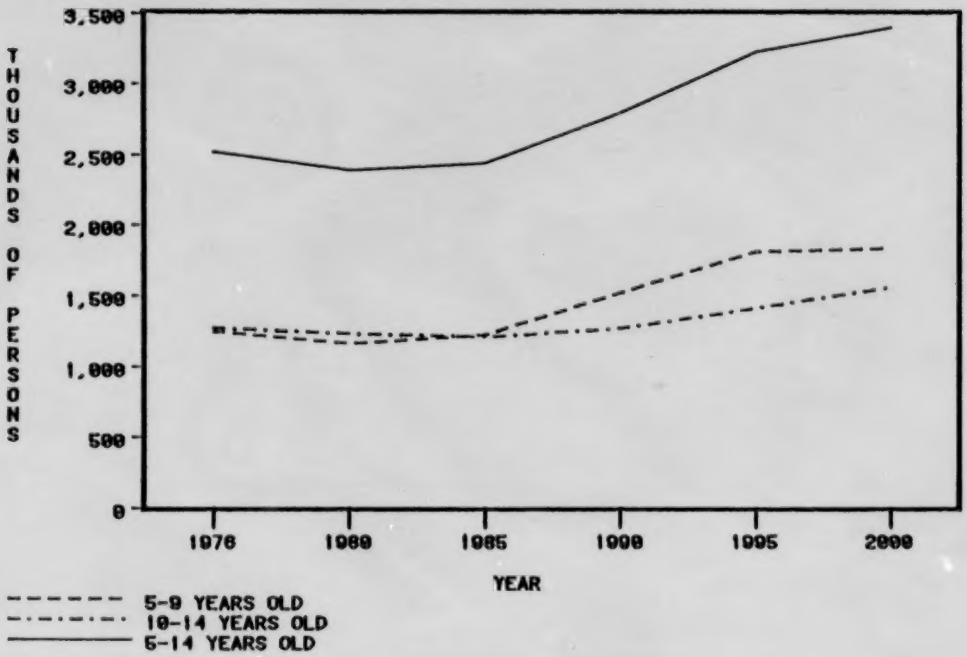
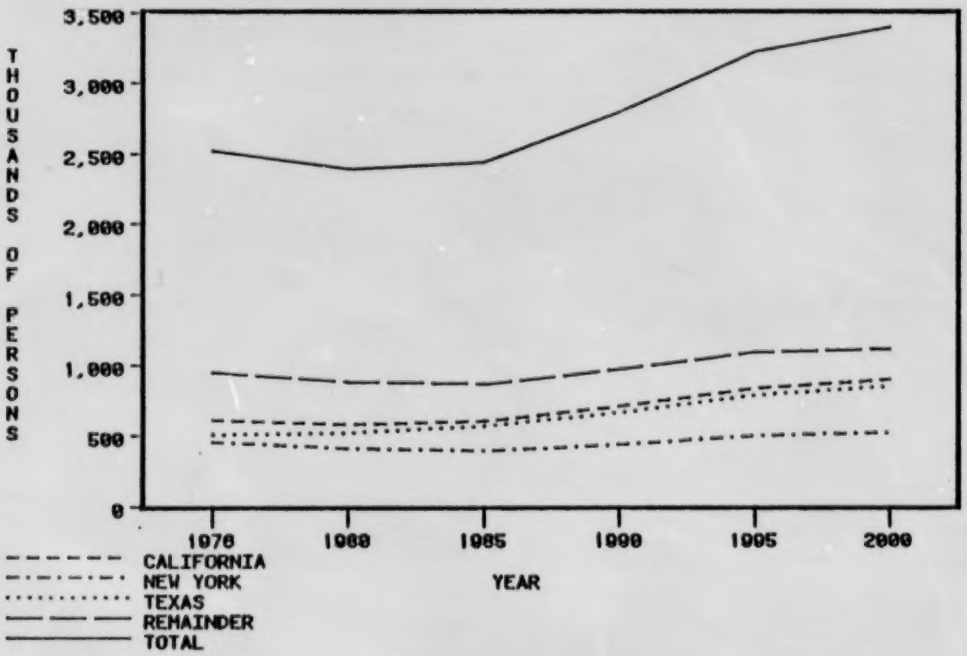


Figure 3: Limited English Proficiency Projections by Major States -- 1976 to 2000 (Aged 5-14)



- Of the total growth of 880,000 5 to 14-year-old LEPs projected between 1976 and 2000, a full 700,000 (79.5 percent) come from just the Spanish speaking LEPs in these three States.

Educational Planning Implications of NELB-LEP Projection Study

These results have implications for bilingual education planning. First, it is clear that Spanish LEPs will become an increasingly important factor in educational planning over the next two decades. Spanish language background persons are already the largest group of NELB background persons, and their share of LEPs will increase. This is due in part to the fact that they have higher LEP rates than do most other NELBs, thus meaning that a greater percentage of the Spanish language background children ages 5 to 14 are limited in English than children of the same ages from most other language backgrounds. The Spanish NELB group is also younger than other NELB groups. Together these facts indicate that educational planners in many agencies will need to find ways to meet the bilingual education needs of a growing Spanish clientele.

However, sheer number of Spanish NELBs and LEPs should not mask the needs of other groups. The very high LEP rates among smaller groups, such as Vietnamese, Navajo, and Yiddish, may be important for educational planning. Providing for these groups in areas where their concentration is not high is still going to be required.

The geographic concentration of NELBs and LEPs within three States, California, Texas, and New York, should significantly influence the allocation of educational funds and programs for the next few decades.

One interesting result that affects educational planning is that LEP children and younger NELB groups temporarily will decrease in numbers during the decade of the 1980's, although they will all increase again by the end of the century. This reflects the projected temporary decline of younger age groups in the total United States population and is a factor in educational planning.

However, an important caveat is that the projections cannot foresee and take into account such phenomena as the increasing Cambodian refugee influx or the massive Cuban sea-lift operation, both of which have affected geographic concentrations of LEPs in untold ways. Changes in U.S. immigration policy would certainly affect our projections. Also, this study does not address the question of illegal immigration of undocumented aliens, because the number of such persons and the rate of flow into and out of the United States are indeterminate.

Clearly, new projections should be made using 1980 Census data, which will be available in 1982. It is important to use the latest and most accurate data possible in order to make projections, and the 1980 Census promises to be a very useful data set. In the meantime, the projections reported here offer the best available information for educational planning for language minority groups until the year 2000.

The National Advisory Council for Bilingual Education urges Congress to:

- Establish with the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) the authority to review Federal data collection efforts on language-minority populations, to synthesize these data, and to identify where important gaps in data collection occur; and

- Provide OBEMLA with the authority to recommend to the Secretary of Education and to Congress the types of data needed to be collected for proper planning and the appropriate mechanism needed to collect such data.

CHAPTER IV: A NEED FOR A NATIONAL MULTIPLE-LANGUAGE EDUCATION POLICY

There is a documented growing need for all U.S. residents in both the public and private sectors to increase their language capability. Furthermore, leading U.S. policymakers, private citizens, and some Federal agencies perceive this ability as vital to our national security. In light of these facts, our national attitude on language competence must change because of the increasing need to be able to communicate effectively with people at home and abroad.

The United States needs a single, defined, formal national policy which encourages the acquisition of at least two languages by its citizens so that they can participate in increasingly interdependent world events, such as business, political, or social affairs. Because the school is the logical place to teach languages and therefore promote multilingualism, this national language policy must be inherently an educational one. Therefore, NACBE believes that the bilingual education program is the appropriate mechanism to provide the leadership and resources with which to meet this need, while at the same time assisting LEP children to learn English.

The purview of a multiple-language education policy is perhaps beyond the sphere of NACBE's responsibility. However, because NACBE feels that bilingual education can and should play an important role in the development of language capabilities within our society, NACBE has

decided to provide, within this report, its views and recommendations on the subject. This is in keeping within NACBE's position that bilingual education should be viewed as an enrichment educational approach rather than as a compensatory program.

In examining this controversial issue, NACBE has found that our problem may stem from the absence of a coherent national language policy encouraging multilingualism and the presence of an array of conflicting Federal legislation which simultaneously reduces and strengthens efforts to enhance language capability within the U.S. population. Therefore, NACBE firmly believes that the time has come for the Government of the United States to develop and implement a national multiple language education policy whose purpose is to encourage and develop in its citizens a multiple-language capability.

Sources of Conflict Over a Language Policy

NACBE is well aware of the difficulty with which we, as a nation, face in developing a positive policy. The attitude of the United States towards language use over the past century has vacillated considerably. At one time, competence in a non-English language was considered the mark of an educated person, and use of languages in addition to English was encouraged. As Heath notes, "dual goals of maintaining foreign languages in the United States and enabling those who did not speak English natively to learn were pursued in the young nation (1977)." This stopped about mid-19th century when the two goals came to be viewed as contradictory. At that time the view of English and non-English

languages as being incompatible was reinforced by the historically documented distrust of outsiders during World War I. Heath also commented that "continuation of this view is perhaps the strongest deterrent to allowing language diversity in the public sector of the United States today."

A second reason for the conflicting goals of our present legislation is the assimilation patterns of Northern European immigrants of the 19th and early 20th centuries. These immigrants quickly replaced the traditional values of their mother country with those of their newly adopted homeland. As a consequence, they quickly lost their cultural values and native language capabilites. This total assimilation pattern was therefore established as the standard for all successive immigrants to follow including those incorporated by treaties such as the Treaty of Guadalupe-Hidalgo. The attitude of "why can't they learn English" is currently prevalent among numerous groups and is often used as a justification for insisting that non-English speakers use English exclusively. Opponents of bilingual education, erroneously believing that the program is designed to teach a foreign language and discourage the acquisition of English, use this same argument when they advocate against bilingual education.

A third and perhaps the most salient reason for our monolingualism is that the use of a language other than English is linked to cultural conflict. The preoccupation on the part of U.S. citizens with the French Separatism movement in Canada accentuates the fear that non-English-

speaking individuals in the United States who maintain their language will also retain cultural values and standards that may conflict with the melting pot theory and eventually lead to a separatist movement. This concern that learning a language other than English in the United States may lead to a conflict similar to the one in Canada, however, ignores the fact that Canada and the United States do not share the same history and immigration patterns. Thus, the separatist argument is ill founded.

NACBE maintains the view that this attitude serves only as a divisive and unproductive force. However, these tensions and concerns do exist and the extent to which these divisive attitudes will continue to dominate public thought can be allayed only by a strong initiative and formal policy on language education put forth by both the executive and legislative branches of the Federal Government.

A Demonstrated Need For Multiple-Language Capability

After a year of intensive study on the subject, the President's Commission on Foreign Language and International Studies became convinced that our national security was being threatened by the deterioration of our foreign language capability and the simultaneous emergence of an increased need for foreign language proficiency and international understanding.

The concern expressed by the President's Commission on Foreign Language and International Studies was based on the following data which are compiled in its report to the President:

- The Federal Government spends over 60 million dollars annually on language training for its personnel;
- It is estimated that 29,000 positions in the Federal Government require specialized knowledge of non-English languages and that many of these job functions are essential to our national interest.
- Nearly 8,000 positions, openings in the Federal Government annually, require non-English language skills.
- More than 25 agencies in the Federal Government recruit, employ, and train individuals in non-English language skills.

The amount of resources expended for language training purposes by the Federal Government is also alarming. A study on language training activities within the Federal Government estimated that the Government spends $60 million annually for language training (Inman, 1979). This is approximately one-third of what the Government spends for bilingual education. For example, in order to meet its demand for foreign language speakers, the Federal Government operates several language training facilities:

- the Defense Language Institute, operated by the Department of Defense, trains 4,000 students annually;
- the Foreign Service Institute, operated by the Department of State, trains 1,800 students annually, and
- the Central Intelligence and the National Security Agencies also train students. Figures for these two agencies are unavailable.

In addition, the U.S. Army presently provides foreign language instruction to 100,000 servicemen and their dependents in a massive effort to improve capability with Allied Forces and to assist U.S.

citizens serving abroad to live in and understand host nations (Ruchti, 1979).

These figures are only suggestive of the probable cost and difficulty associated with training and developing foreign language fluency for English-only employees by the Government.

The Commission and NACBE are convinced that language capability needs are as acute, if not more so, in the private sector as they are in the Federal Government. The experiences of two U.S. multinational companies, Sears International and General Electric, were cited in the Commission's background papers. Although the experience of only two companies should not be taken as representative of all companies, the information is nevertheless useful:

- Of approximately 24,000 employees abroad, Sears International had only 60 Americans there, and
- Of approximately 110,000 employees abroad, General Electric had only about 500 Americans there (Hayden and Koepplin, 1978; as reported by the Commission).

Less is known about the need for and training of foreign language expertise in private enterprise than in the Federal Government. Nevertheless, the importance of language and cultural training has been emphasized for some time in international management publications and journals. Inman (1979) found that corporations have tended to meet their language training needs under contract with commercial or academic language teaching organizations, although in increasing numbers, companies are employing staff languages coordinators to manage emerging

requirements of training English speaking U.S. citizens for overseas employment.

Private Sector Attitudes on Language Capability

As with the public sector, divergent trends prevail in the use of and need for multilanguage capability in the private sector. Private employers maintain largely English-speaking staffs even though their companies may come in contact domestically with non-English-speaking persons or have international businesses requiring extensive contact with clients and employees who only speak the local language. Although precise figures on the need for language use in private employment are not available, the data above and a variety of studies indicate that the need outstrips the supply.

Foreign language proficiency is rarely considered by U.S. companies as a condition of employment during recruitment or selection of personnel destined for international assignment. Indeed, one survey (Inman, 1979) found that roughly one-third of the companies surveyed indicated that their international businesses did suffer from a lack of familiarity with languages. Many of the companies seeing a need for language capability commented that

> ... communication is not precise, details and nuances of meaning are missed even though all parties think they understand each other, and that their business and daily operations could be improved with greater language capabilites (Inman, 1979, p. 269).

The view that multilanguage capability is potentially valuable was also affirmed by the Bureau of International Commerce, which concluded that "ability in a foreign language is a major asset for companies wishing to deal in international trade" (Wilkins and Arnett, 1976).

It is evident to NACBE and it has become clear to the Commission that U.S. businesses may be faltering abroad because of the lack of foreign language skills on the part of their employees. The Federal Government, on the other hand, is losing out on revenues that would be returned to the U.S. Treasury through taxes and savings if U.S. citizens were the recipients of those salaries abroad. At a time when the Federal Government is concerned with the ever-growing deficit in balance of payments and the flow of U.S. dollars to other countries, these figures should surely demonstrate the advantage of a multilingual society.

The Absence of a Federal Policy on Multiple-Language Capability

The United States does not have a stated policy supporting multiple-language capability. Furthermore, there is an array of conflicting Federal legislation which simultaneously reduces and strengthens efforts to enhance multilanguage capability within U.S. society.

This conflict between Federal statutes running at cross purposes reflects the absence of a coherent language policy in the United States today. There is no guiding framework for reviewing policies and practices

consistent with a coherent view of language use in this country. Nor does there appear to be a responsible official or agency with the authority to review Federal policy and formulate recommendations for selecting one or more from among the several competing policies that would best serve the interests of the country.

Language policy in the United States at present is an inconsistent mixture of practices and policies embedded in diverse pieces of legislation that were enacted at different times to meet different purposes. These policies are now compounded by court decisions and State legislation advocating them, or at times requiring entirely conflicting activities. There is an urgent need to analyze these policies now, and to formulate a written policy that will guide future actions and resolve conflicting Federal rules and legislation.

The most important piece of legislation encouraging the development of multiple-language capability is the National Defense Education Act (NDEA) of 1958. NDEA was enacted as an expression of societal concern for the role of the United States following the initiation of the Russian space program with Sputnik. Congress emphasized the importance of this legislation at the time in unequivocal terms:

> Nothing less than the security of the nation requires the fullest development of the mental resources and technical skills of its young men and women.

The intent of the NDEA in 1958 was to encourage the development of proficiency in foreign languages among the citizenry of the United

States. This was to be accomplished by providing monies to fund foreign languages courses at both the secondary and higher education levels.

At least two other major Federal programs involve multiple-language training, both of which originated in a concern for international understanding and cooperation of contrast to the Sputnik-motivated concern for national security. These programs are the Mutual Educational and Cultural Exchange Program of 1961 (the Fulbright-Hays Act), and the International Education Act of 1966. Congress in 1961 declared the purpose of its Cultural Exchange program to be "the strengthening of ties uniting us with other countries, the promotion of international cooperation, and the development of peaceful, friendly relations between the United States and other countries" (Grant, 1978). Similarly, the 1966 Congress, in enacting the International Education Act, found knowledge of other countries to be of the "utmost importance in promoting mutual understanding and cooperation between nations" (Grant, 1978). This Act authorized the Federal Government to "assist in the development of resources for international study and research, and the development of trained personnel in academic and professional fields" (Grant, 1978).

While the legislation and education programs cited above encourage and recognize the importance of non-English-language skills and cultural understanding, the Bilingual Education Act was enacted from a deficit model view and attitude. The Act was passed to provide services to "...children who are educationally <u>disadvantaged</u> because of their <u>inability</u> to speak English...." Furthermore, the law stipulates that

these services are to be provided "...only until a child can effectively function in English...." With this provision the lawmakers insured that the program would not be used to teach a foreign language. This clause is evidence that the lawmakers failed to recognize the one important asset that these children bring into the classroom -- the ability to speak their native language. Rather than encouraging the further development of that language capacity, the basis for the Bilingual Education Act either consciously or unconsciously seeks to eliminate that asset. Therefore, advocates of bilingual education, recognizing the multiple-language needs of the country, wonder how the same legislative body can enact the conflicting legislation which we have today. The United States requires the enactment of a definite language policy encouraging multilingualism.

Language Minorities -- An Untapped Resource

NACBE believes that the United States has within its own resources that which is needed to enhance the language capacity of our nation -- the language minorities of our country. This view was also expressed by the President's Commission on Foreign Language and International Studies which reported to the President that,

> The United States is blessed with a largely untapped resource of talent in the form of racial and ethnic minorities who, by being brought into the mainstream of educational and employment opportunities in the areas of foreign language and international studies, can be expected to make rapid, new, and valuable contributions to America's capacity to deal persuasively and effectively with the world outside its borders.

The development and enhancement of the already native language skills of these populations is a natural way to proceed. The bilingual education program without the prohibited provision cited earlier could serve as a vehicle in place to develop their skills.

Conclusion and Recommendations

NACBE believes that it has objectively documented our national dilemma -- the existence of a confusing tangle of policies with which the Federal Government is 1) simultaneously encouraging and discouraging its citizens to develop languages other than English, 2) spending over $60 million annually to train Federal employees for positions requiring foreign languages, and 3) indirectly causing U.S. businesses to hire non-U.S. citizens for foreign positions because it is too expensive to train monolingual U.S. citizens in other languages. A multiple language education policy implemented in the U.S. school system can make sure the school-aged U.S. citizen will grow up to be multilingual and an asset to American society and economy.

A dramatic step will be required for the United States to move beyond the era that began in the late 1800s, when non-English language use roused suspicion, when use of two languages was considered contradictory to our goals of citizenship, and when multilanguage use was suspected of contributing to cultural conflict. The first step will be to create a coherent language policy. A presidential committee should be created to review Government legislation and practices that reflect competing interests in language use, and to propose options and solutions to the

President and Congress, which include the most effective strategies for proceeding.

Toward this goal of multiple-language competence, the concept of bilingual education must also be viewed differently. Bilingual education can no longer be seen as a compensation for English language deficit, but must be viewed as a vehicle to meet the English-language-training needs of language-minority children, as well as a possible means of teaching English-language-background children a second language. It must also be viewed as a vehicle with which to reduce the excessive costs of the Federal Government and private sector in providing foreign language training, and to promote expanded understanding of others domestically and internationally.

NACBE, therefore recommends to the President and Congress to:

- Authorize the National Advisory Council for Bilingual Education (NACBE) to systematically review all Federal legislation on language education policy and the role of multiple languages in education in order to develop and recommend to the President and the Secretary of Education a multiple-language education policy which is consistent with the needs of the nation and which actively promotes multilingualism in American society.

CHAPTER V: POLICY AND PROGRAMMATIC IMPLICATIONS FOR THE ESEA TITLE VII BILINGUAL EDUCATION PROGRAM

The National Advisory Council on Bilingual Education (NACBE), in its analysis of the issues surrounding the concept of bilingual education and relating instructional programs, has concluded that bilingual education is an asset which can help the nation economically, socially, educationally and politically function in more languages than just English. This proficiency will not occur, however, unless we as a nation recognize that we are indeed deficient in this area and that we must move aggressively to take our place in this world of many languages. Additionally, once having decided the above, we must reevaluate our previous outlook on bilingual instruction and be prepared to accept bilingual education as an enrichment to everyone in our society, rather than as a compensatory educational program for only limited-English-proficient (LEP) students. Having accepted this, the next step would be to examine the intent of the Title VII Bilingual Education Program as it stands and determine which modifications will he required if the program is to be used as a primary vehicle for long-term improvement of our multilanguage capabilities.

Policy Implications

Implementing the decisions discussed above and establishing a course of action to achieve them will have major policy implication on bilingual

education. NACBE perceives that the major policy questions to be addressed include the following:

- Will the language policy of the Federal Government encourage the U.S. educational system to provide adequate support and opportunities for all residents to become proficient in more than one language?
- Can conflicting pieces of legislation, be effectively redefined to secure compatibility with the overall national goal for language competence?
- Can bilingual education be viewed as an enriching educational approach, rather than compensatory?
- Will English-language-background students be allowed to participate in the program as a means of achieving multilanguage capability?

NACBE believes that, once having accepted the facts pointed out in this report, the Federal Government and the public will readily conclude that the nation's conflicting policies on language instruction should be coordinated. Philosophical differences will have to be reconciled. However, NACBE believes that a major discussion will ensue on how to best accomplish the newly established goal, a primary issue being whether or not parents of English-language-background children will want their children enrolled in a bilingual education program.

Programmatic Implications

If the ESEA Title VII Bilingual Education Program, modified to meet the newly established goal, emerges as the major vehicle with which to accomplish that goal, the Title VII program will require adequate mechanisms and resources with which to accomplish that goal. NACBE believes that the Title VII program can and should be the vehicle for a

national bilingual education program and therefore urges that Congress expand the program to accomplish this goal.

Eligibility Requirements

The present legislation allows small numbers of English-language-background children to enroll in present bilingual education programs. In order to meet our national objective of multilanguage capability, Congress could open eligibility to all children who wish to enroll in the program. Because the goals of bilingual education and foreign language instruction programs will become the same, NACBE envisions a dramatic increase in the number of children to be served. Thus, the program will require an adequate level of appropriations.

Community and Parent Involvement

Even if bilingual education receives all the necessary support it needs from the Federal Government and administrators throughout the country, it cannot succeed without the involvement and support from parents. The parents must play an active role in the implementation of bilingual education if it is to work. This involvement starts at the decisionmaking level of the program's implementation and continues into the home where parents show their children that they fully support this educational approach. If the parents are ill informed of the program's intent and practice, they will not trust it. If they do not trust it, they will exhibit disapproval to their children. If the children feel

that their parents have no faith in bilingual education, their learning will be severely hindered.

NACBE believes that in order to effect the kind of attitudinal change which will be required to achieve the new national objective, the educational system must involve communities and parents in a meaningful manner. One very effective tool is the parent advisory council (PAC) which formalizes the relationship between parents and educators. NACBE feels an informed and effective parent advisory group will produce schools that are responsive to parent and community concerns. More specifically, an active and informed council is one that bases its decisions on thoughtful planning rather than on limited options provided by schools, and therefore more effective in promoting a better learning environment for their children.

The parent involvement activities in a Mississippi Choctaw bilingual education program is a good example of the benefits of parental support and interest (York, 1979):

> Probably, the first learning experience every child receives is from the parent and the home. The home environment is important in the development of the child's self-concept. Parents and others with whom the child comes in contact have a responsibility for helping a child feel worthy, loved, and wanted, and a contributing member of the family and society. The Choctaw child is taught to have pride in the Choctaw culture (York, 1979).

With the establishment of Bilingual Education for Choctaws of Mississippi (BECOM), parental involvement was regarded as essential to BECOM's success in teaching the Choctaw school children to function in both

English and Choctaw. Parents from each of BECOM's communities serve on the Advisory Board which recommends program changes, provides community input into the program's administration, and plots future developments for BECOM. Each member of the Advisory Board must be a parent. Other parents participate as parent/community aides and help with teaching Choctaw culture, concepts, skills, and folklore. The need for parent involvement is never ignored. York found that:

> It is important that the child's educational program be favorably accepted and reinforced at home. This in turn helps to improve the attitude and achievement of the child at school. The objectives...are (1) to build rapport with the parents through adequate communication; (2) to help the parents of Choctaw children attending school, and other interested members of the Choctaw community, to understand the school curriculum; (3) to solicit their help in developing the instructional program; (4) to gain their support in implementing the program; (5) to clarify conflicting values and goals; and (6) to provide literacy training in the school orthography so that parents can tutor children in the native language...
>
> During the past two years, the Bureau of Indian Affairs school administrators have questioned the effectiveness and parental support of bilingual education in the Choctaw schools. As part of the overall evaluation of the program, parent questionnaires were administered to parents of children in kindergarten through third grades. The questionnaires were given to parents by the Choctaw-speaking aides during summer break. Responses indicated that most Choctaw parents feel that it is important for their children to learn both Choctaw and English languages...(York, 1979).

Parents must be able to determine the kinds of language programs their children will receive, the duration of those programs, and the comprehensiveness of the programs as part of a total school effort to promote bilingualism. This means that parents, in effect, must provide guidance to schools on the implementation of language policy at the local school level. However, in order to fill an important role as a local

language policy group, parents must have full access to information about the total school program, not just the bilingual program. They must be able to plan with school personnel for the integration of the bilingual education program into the full school environment, and to review materials, assessment instruments, testing practices, as well as staff selection procedures and staff development programs.

Teacher Training

One of the critical problems faced by local school districts in the implementation of effective bilingual programs has always been the lack of properly trained teachers to teach in bilingual classrooms and school administrators to provide attitudinal support and educational leadership. Congress recognized this problem and has provided Federal funds to support the training and development of such individuals. While the assistance has been extremely helpful, it has not been enough. There is still a major lack of qualified bilingual teachers.

The survey of institutions of higher education provides information on programs in colleges and universities to train educational personnel to work with limited-English speaking persons from language backgrounds other than English. With few exceptions, all 3,000 U.S. colleges and universities were surveyed initially. From their responses, 437 institutions were identified as offering or planning to offer degree or certificate programs in bilingual education, English as a second language, or multicultural education. Of these 437 institutions, 235

reported that they were operating such programs in 1976-1977, approximately 7.8 percent of all institutions of higher education.

Further, the table on this page indicates that 69 percent of public school teachers surveyed had no bilingual eduation formal training, yet were teaching limited-English-proficient students in 1976-1977:

Table 2. -- Estimated number of public school teachers with selected academic preparation to teach limited-English-speaking persons teaching English as a second language, by grade level and type of preparation: United States, 1976-77

(Numbers in 1,000's)

Type of preparation	Total	Preschool	Elementary	Secondary	Other[1]
Total teachers	100	10	47	23	18
With ESL preparation[2]	24	1	12	7	4
ESL and BE[3]	21	1	10	6	4
Minimal ESL qualifications[4]	18	1	8	5	3
With BE preparation but not ESL	7	(*)	4	2	1
With neither BE nor ESL preparation	69	9	32	14	14

* Less than an estimated 1,000 teachers.

[1] Includes an estimated 8,000 teachers in multilevel or other situations, and 10,000 teachers whose grade level of assignment was not ascertained.

[2] At least one course in teaching ESL.

[3] At least one course in bilingualism and the theory of bilingual education or teaching the language arts or other subject areas through a language other than English and at least one course in teaching ESL.

[4] At least one course in teaching ESL, a course in history and culture or ethnic studies associated with the background of students whose language is other than English and a non-English mother tongue and/or speaking knowledge of a non-English language and/or a language course for teachers of students whose language is other than English.

NOTE: Detail may not add to totals because of rounding. Estimates are subject to sampling error.
SOURCE: Teachers Language Skills Survey, National Center for Education Statistics preliminary data.

The lack of sympathetic and qualified administrators and teachers to conduct bilingual and foreign language instruction and programs will become more acute if the United States embarks on a definite mission of improving its language capacity. Therefore, NACBE feels that a series of strong measures will be required to overcome deficiencies in the supply of teachers and to prepare teachers for their new role as part of a coordinated thrust involving bilingual and foreign language education.

Conclusions and Recommendations

The policy and programmatic implications discussed above are not all inclusive. However, they are the major issues which Congress will probably address during the reauthorization process. NACBE trusts that this presentation will lay the foundation from which to begin. The forward movement will strengthen the nation socially, educationally, and economically.

NACBE firmly believes that the present ESEA Title VII Bilingual Education Program must be used to meet a new national goal of achieving multilanguage capability among our citizenry. NACBE feels that the experience base inherent in this program should enable the nation to move forcefully toward the accomplishment of that goal.

NACBE therefore urges that Congress

- Redirect the Title VII Bilingual Education Program and provide it with the authority to lead this nation toward a goal of multilingual capability.

- Expand the eligibility requirement for participation in bilingual education programs to allow children who wish to participate, regardless of language dominance, to enroll in bilingual education programs.

- Increase the capacity of Title VII to provide for the training and development of qualified teachers to teach in bilingual and foreign language classrooms.

- Reassess the Federal support presently provided for bilingual education and provide this effort with an appropriation commensurate with the task to be accomplished under a newly established language education policy.

- Authorize OBEMLA to conduct demonstration programs to assess the effectiveness of bilingual education in teaching foreign languages to English-language-background children.

- Provide OBEMLA with the necessary authority and resources to effectively coordinate all Federal activities and resources pertaining to language instruction in the nation's classrooms.

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Appendix

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on

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for

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CARMEN MALDONADO

Education:	Ph.D. - Administration and Supervision of Bilingual Programs (in progress) M.A. - Bilingual Education
Present Position:	Teacher Community School District 8 City of New York Board of Education
Experience:	Educational Assistant School District 7X City of New York Board of Education
	Family Assistant School District 7X City of New York Board of Education
Related Professional Affiliations:	President (presently) Community School Board District 7 Bronx, New York
	Vice-President (presently) District 8 Hispanic Educators' Bronx, New York
	Vice-President Community School Board District 7 Bronx, New York
	Chairperson Curriculum Committee Community School Board Bronx, New York
	Second Vice-President Community School Board District 7 Bronx, New York

Member
Advisory Board of the Community Education
Center - State Urban Education Program
District 7
Bronx, New York

Member (Executive)
Parents Association
Public School 27
Bronx, New York

ERNEST J. MAZZONE

Education:	M.Ed. - Educational Administration M.A. - Classical Languages B.A. - Classical Languages/Philosophy
Present Position:	Director Bureau of Transitional Bilingual Program Commonwealth of Massachusetts Boston, Massachusetts
Experience:	Teacher/Administrator - Elementary/Secondary/ College levels Administrator Overseas Foreign Studies Programs
Related Professional Affiliations:	Chairman National Advisory Council on Bilingual Education President Massachusetts Association of Bilingual Education Chairman National Council of State Directors of Bilingual Education Board Member Massachusetts Association for Teachers of Speakers of Other Languages Member Coordinating Council National Evaluation Dissemination and Assessment Center for Bilingual Education Cambridge, Massachusetts

Member
Massachusetts Advisory Council on Migrant Education

MARIA SANCHEZ

Education:	A.A. - Public Administration
Present Position:	Board Member - Secretary Hartford Board of Education Hartford, Connecticut
Experience:	Treasurer Neighborhood Legal Aid Hartford, Connecticut
	Board Member Hartford Public Library Hartford, Connecticut
Related Professional Affiliations:	Board Member Bilingual School
	La Casa de Puerto Rico Education Tax Force

PAUL SANDOVAL

Education:	B.A. - International Relations
Present Position:	State Senator, Colorado
	President, La Case de Tamales, Inc.
Experience:	Author of Bilingual Bicultural Education Act State of Colorado, 1975
	Former Chairman State Steering Committee on Bilingual Education
	Former Chairman Parent Advisory Committee Denver Public Schools
	Counselor Community College of Denver

Related Professional Affiliations:	Colorado Association for Bilingual Education
	National Association for Bilingual Education
	Vice-Chairman National Advisory Council on Bilingual Education

MARIA MEDINA-SEIDNER

Education:	M.A. - Foreign Language Education B.A. - Romance Languages
Present Position:	Director Bilingual Education Service Center Arlington Heights, Illinois
Experience:	French Consultant Texas Education Agency Austin, Texas
	Teacher - French and Spanish San Marcos High School San Marcos, Texas
Related Professional Affiliations:	Former President National Association for Bilingual Education
	Former President Illinois Association for Bilingual Education
	Former Chairperson Illinois State Bilingual Advisory Council
	Chairperson Board of Directors ASPIRA, Inc. of Illinois

ROBERT A. UNDERWOOD

Education:	Ed.D. Candidate - International/Intercultural Education
	M.A. - History B.A. - History

Present Position:	Director Bilingual Bicultural Training Program University of Guam Mangilao, Guam
Experience:	Assistant Principal Guam Department of Education
	Guam/World History Teacher George Washington High School Mangilao, Guam
	Curriculum Writer Kolehion Mandikike (Title VII) Agana, Guam
Related Professional Affiliations:	Member Guam Territorial Board of Education
	Chairman Chamorro Language Commission
	President Pacific Island Bilingual/Bicultural Association
	Member National Association of Bilingual Education
	Former Chairman Parents Advisory Council Guam Bilingual/Bicultural Project

FRANCIS T. VILLEMAIN

Education:	Ed.D. - Philosophy of Education M.A. - Philosophy of Education B.FA. - Art Education Certification: Art Education
Present Position:	Dean, School of Education San Jose State University San Jose, California
Experience:	Southern Illinois University
	University of Toledo

Rutgers State University

New York University

Related Professional Affiliations:

Executive Editor
Studies in Philosophy of Education

Fellow
Philosophy of Education Society

President
Far West Philosophy of Education Society

Executive Board
American Education Studies Association

Institutional Representative
American Association of Colleges for Teacher Education

National Association for Bilingual Education

GLORIA RODRIGUEZ ZAMORA

Education:

Ph.D. - Curriculum and Instruction
M.Ed. - Education-Administration and Supervision
B.S. - Elementary Education

Present Position:

Director
Desegregation Assistance Center for National Origin
Intercultural Development Research Association
San Antonio, Texas

Experience:

Assistant Professor
University of Texas at San Antonio
San Antonio, Texas

Director
Bilingual Teacher Education Program
Our Lady of the Lake University
San Antonio, Texas

Director of Bilingual Education
Edgewood Independent School District
San Antonio, Texas

Staff Development Specialist
Bilingual Education Program
San Antonio Independent School District
San Antonio, Texas

Related Professional Affiliations:

Member
National Advisory Council on Bilingual Education

Member
Texas Advisory to the U.S. Commission on Civil Rights

Legislative Committee
Texas Association for Bilingual Education (TABE)

Associate Editor
Journal of the National Association for Bilingual Education

Member
National Association for Bilingual Education

Candidate for Vice-President
National Association for Bilingual Education